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Letter dated 11 April 2013 from the Permanent Representative of France to the United Nations addressed to the President of the Economic and Social Council

I have the honour to transmit herewith the national report of France on progress towards the achievement of the internationally agreed development goals, including the Millennium Development Goals (MDGs), prepared in preparation for the annual ministerial review to be held during the high-level debate of the 2013 substantive session of the Economic and Social Council (see annex).

I would appreciate it if you would have this letter and its annex circulated as a document of the Economic and Social Council under item 2 (b) of the provisional agenda.

(*Signed*) Gérard **Araud**
Permanent Representative of France to the United Nations

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Annex to the letter dated 11 April 2013 from the Permanent Representative of France to the United Nations addressed to the President of the Economic and Social Council

National Voluntary Presentation of France

Substantive session of the United Nations Economic and Social Council

Report submitted on the occasion of the national voluntary presentation of France during the high-level segment (1 to 4 July 2013)

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Summary

France's development cooperation strategy focuses on four primary goals: (1) promoting sustainable, equitable growth; (2) combating poverty and inequality; (3) preserving global public goods; and (4) ensuring global stability and the rule of law. Achievement of the Millennium Development Goals (MDGs) is a priority in France's cooperation policy. The sectors linked to the Goals receive 80 per cent of France's bilateral assistance. France's commitment is also shown by its contribution to progress in work on the future of the MDGs (the development agenda beyond 2015, the Busan Forum, the United Nations Conference on Sustainable Development (Rio+20) and the sustainable development goals (SDGs)).

France has increased its influence over the multilateral system by adopting in 2010 two specific strategies with regard to European development policy and the World Bank and by continuing to play a major role in international forums, including during its presidency of both the Group of Eight and the Group of 20. It considers that the United Nations is the centre of global governance.

In light of the relative scarcity of public resources, France encourages the expansion of innovative development financing as a complement to traditional assistance. On 1 August 2012, it levied a national tax on financial transactions with 10 per cent of the revenue allocated to health issues and to combating climate change. The replication of this mechanism on a broader scale, particularly at the European level, is a priority for France.

France's development research policy is a key component of its investment in official development assistance (ODA). Its international efforts to promote development research are an intrinsic part of its ODA.

France is convinced that culture plays a cross-cutting role in achievement of the MDGs and that it is an engine for development in this area. It supports projects that encourage the emergence of an active cultural sector through activities aimed at facilitating the introduction or the strengthening of cultural policies and industries in its partner countries.

France will incorporate into its future development cooperation strategy the conclusions of the development and international solidarity conferences, held from early November 2012 to early March 2013, which brought together all development stakeholders in a constructive dialogue.

Introduction

France's development cooperation strategy is based on the observation that there are different paths to development. At the same time, there have been fundamental changes in the development assistance landscape since the early 2000s, making it necessary to respond to new goals, new constraints and the arrival of new stakeholders.

France aims to meet the challenge of controlling globalization and ensuring overall balance on Earth in the long term. Its development cooperation policy focuses on four primary objectives: (1) encouraging sustainable, equitable development; (2) combating poverty and inequality; (3) preserving global public goods; and (4) ensuring global stability and the rule of law. In order to achieve the

goals that it has set for itself, France has acquired not only the traditional tools of ODA, but also long-term financial instruments, including innovative financing. It has also developed differentiated partnerships in order to maximize the impact of its actions by adapting its cooperation to the local contexts and national priorities of recipient countries.

Lastly, it has increased its influence over the multilateral system by adopting in 2010, two specific strategies with regard to European development policy and the World Bank and by continuing to play a major role in international forums, including during its presidency of both the Group of Eight and the Group of 20. As a founding member and major contributor to the United Nations, France is actively involved in the reform of the United Nations system. It supports the Economic and Social Council as the United Nations body with a key role in ensuring the synthesis, coordination and streamlining of multilateral cooperation. As the President of France stated on 25 September 2012, during the opening debate of the sixty-seventh session of the United Nations General Assembly, "France wants the United Nations to be the centre for global governance".

I. France's strategy for development and international solidarity

A. The strategic challenges of France's development policy in a changing world

The guiding principles of France's bilateral cooperation are consistent with its policy regarding multilateral lenders and its contributions to multilateral and European institutions (the budget of the European Union and the European Development Fund (EDF)). The country's bilateral interventions reflect both thematic and geographical priorities.

1. Strategic challenges, four lines of action

Achieving the MDGs is a priority for France's cooperation policy. The sectors linked to the Goals receive 80 per cent of France's bilateral assistance. France's commitment is also shown by its contribution to progress in work on the future of the MDGs (the development agenda beyond 2015, the Busan Forum, the United Nations Conference on Sustainable Development (Rio+20) and the SDGs).

1.1 Contributing to sustainable shared development

Growth and development are closely linked and are the basis for social progress, as seen in Asia and Africa over the past 10 years. The private sector is the engine for this growth, but it cannot play its role without the support of a State that ensures its stability (legally secure investments, a reliable banking system, employment policies, a structured tax system, infrastructure development, etc.) and takes the necessary steps to prevent the social and environmental imbalances that growth can create.

France's efforts focus essentially on infrastructure development and modernization, support for the private sector and Aid for Trade.

France's support for infrastructure development in developing countries is provided through the work of the French Development Agency (AFD) in the form of grants or loans in order to encourage balanced land development and the strengthening of infrastructure (transport, energy and information and communication technologies) in cities.

The AFD also helps to support the private sector by giving the countries in question the necessary tools for improving the business environment (establishment of an institutional and regulatory framework, employment policies, preservation of fixed capital) and by providing direct support for business development (financial support and technical assistance).

France participates in the Aid for Trade initiative (launched in December 2005 at a World Trade Organization (WTO) conference in Hong Kong) through its contribution to the EDF, its bilateral assistance and the economic partnership agreements that the European Union signs with countries in Africa, the Caribbean and the Pacific region.

1.2 Combating poverty and reducing inequality

This goal, which is one of the MDGs set by the United Nations General Assembly on 8 September 2000, remains the focus of international concern. While the number of people living below the poverty line has been halved since 1980, the world's wealth has been unequally shared and the basic needs of a significant portion of the world's population are unmet (malnutrition, limited access to drinking water and to education).

Of the 17 poor countries that France has designated as priorities in its allocation of the most concessional assistance, 16 are characterized as least-developed. Furthermore, support for the lowest-income countries is a key element of France's strategy for the World Bank.

1.3 Preserving global public goods

France believes that the preservation of global public goods, namely resources, goods and services that are of benefit to all and the exploitation or preservation of which warrant collective international action, is determined by approaches to development.

Since 2009, the environment and natural resources sector has been the largest intervention sector of the AFD (accounting for 55 per cent of funding provided in 2010). The Global Partnership for Agriculture, Food Security and Nutrition, established on the initiative of France during the 2008 world food crisis, provides a framework for action in three major areas: policy (coherent strategies), science (expertise and research) and finance (continued investment in agriculture). From 2009 to 2011, France allocated 1.5 billion euros to food aid and in 2011, when it held the presidency of the Group of 20, it promoted the development of an action plan on the volatility of food prices and on agriculture by launching the Agricultural Market Information System (AMIS).

The health sector is one of the primary areas of France's development assistance. Since 2007, one billion dollars per year have been allocated to this sector, including under the Muskoka Initiative, which calls for additional funding for maternal and child health. France is active in multilateral forums and is the

second largest contributor to the Global Fund to Fight AIDS, Tuberculosis and Malaria and the largest contributor to the International Drug Purchase Facility (UNITA.D), established at the initiative of France and Brazil and the fourth largest contributor to the Global Alliance for Vaccines and Immunization (GAVI). As President of the Group of 20, France promoted expansion of social protection to the poorest of the poor. It supports universal coverage in the context of follow-up to General Assembly resolution 67/81.

Water and sanitation management is an important international challenge; 800 million people lack access to drinking water and 2.6 billion people have no access to decent toilets. France has been reaffirming its commitment to improving access to water since the 2003 Evian Summit of the Group of Eight and is the third largest bilateral donor in this area (AFD projects). It is also active at the multilateral level by supporting African Development Bank projects and at the decentralized level through the work of local communities.

France is one of the largest international development assistance providers in the field of education. It has developed an education, training and employment strategy for the period 2010 to 2015 and supports the Education for All initiative. It is contributing to the achievement of Goals 2 and 3 of the MDGs through bilateral (AFD: 591.8 million euros between 2011 and 2012 and 432 million euros planned for 2013), multilateral (18.5 million euros for the United Nations Educational, Scientific and Cultural Organization (UNESCO) and 4.29 million euros for the United Nations Children's Fund (UNICEF) in 2012) and regional (383.4 million euros through the European Commission between 2009 and 2011) initiatives. In 2011, out of a total ODA budget of 10 billion euros, France allocated 1.15 billion euros to education (bilateral and multilateral), of which 102 million euros was devoted to basic education.

The effort to combat the greenhouse effect and to adapt to climate change are at the heart of multilateral negotiations on climate change. France focuses particularly on the issue of forest protection and contributed 500 million dollars to the World Bank's Clean Technology Fund and 215 million dollars to the Global Environment Facility during the period 2011 to 2014. France has offered to host the twenty-first session of the Conference of the Parties to the United Nations Framework Convention on Climate Change in 2015.

In May 2011, France adopted a new national biodiversity strategy that seeks to give biodiversity a greater role in the State's development assistance policy. In 2011, it signed the Nagoya Protocol, adopted one year previously, and in 2005 it proposed the creation of the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services (IPBES), approved by the United Nations General Assembly in late 2010 and established on 21 April 2012 under the United Nations Environment Programme (UNEP).

1.4 Promoting stability and the rule of law as contributors to development

Legitimate, effective States are essential to the physical safety of persons and property and to political and legal security, which are prerequisites for development. The Arab Spring and developments in Africa have brought justice back to the centre of international attention.

France has helped to make governance a major pillar of development within the Group of Eight's Deauville Partnership and is active in promoting good governance at the international, regional and local levels by supporting the justice sector, the police, land policies and urban development. It also endorsed the International Dialogue on Peacebuilding and Statebuilding's New Deal for Engagement in Fragile States in Busan at the Fourth High-level Forum on Aid Effectiveness. It is actively involved in combating corruption as a State party to the relevant international conventions, through the United Nations Office on Drugs and Crime (UNODC) and by supporting the Financial Action Task Force (FATF) and the Stolen Asset Recovery Initiative (StAR), promoting the International Criminal Court and providing technical assistance in order to strengthen the rule of law.

Through significant cooperation initiatives at field level, France supports local communities and the land policies established in developing States. In light of the rapid urban growth in these countries, it also supported the adoption of the International Guidelines on Decentralization and Access to Basic Services for All by the United Nations Human Settlements Programme (UN-Habitat) and was given the lead role on this issue in 2010 (establishment of the French Alliance for Cities and Territorial Development with pilot programmes in five countries, implemented in cooperation with UN-Habitat).

2. New challenges: beyond 2015 and Rio+20

Sustainable development remains a cross-cutting priority for France, which developed a strategy for the country's external action on combating climate change in November 2011 and is implementing a national sustainable development strategy that is coordinated with the European Union's Sustainable Development Strategy, adopted in 2010.

2.1 Achievement of the Millennium Development Goals and beyond 2015

France is actively involved in international discussions on the MDG successor agenda.

France stresses the need to preserve the Millennium Declaration as a policy base and to build on the challenges and strengths of the MDGs while renewing our shared vision of development, taking into account international developments since 2000 and the global outlook for 2030. In a world of strong demographic growth and limited resources, the next development framework should seek to ensure that each person can achieve his or her intellectual potential in an inclusive society with a decent, sustainable standard of living and that globalization is a positive force for societies and for the Earth.

The Rio+20 outcome document calls for the establishment of new universal goals that include in a balanced manner the economic, environmental and social dimensions of sustainable development.

The principal challenge in developing the agenda beyond 2015 is to set goals that are adapted to the changing international scene and to the major challenges to be met by 2020 in order to eliminate extreme poverty and to ensure sustainable development for all. A growing majority of stakeholders believe that this new agenda must be a departure from the MDG approach. France is endeavouring to move away from an agenda for developing countries that focuses on basic social

services and towards universal goals that focus on drivers for a transition towards sustainable development on the basis of indicators that complement gross domestic product (GDP) and by mobilizing a truly global partnership.

France supports a rights-based approach. The right to development, enshrined by the United Nations in 1986, implies and demands full enjoyment of human rights and freedoms. France calls on the international community to build on past achievements and to work towards the establishment of universal foundations that can ensure genuine respect for human rights, such as equal access to global public goods and to economic and social opportunities for all.

2.2 *The environmental dimension of sustainable development is important*

The environmental dimension (Goal 7 of the MDGs) is a major investment target because it is closely linked to poverty reduction. The poorest of the poor are the first to be affected by damage to the global public goods and by the lack of access to these goods (such as clean water and energy), but they are not usually encouraged to preserve them unless they achieve a higher standard of living. Rio+20, held in June 2012, reaffirmed the international commitment to sustainable development while highlighting the concept of the green economy as a tool to be used in combating poverty and called for better international governance of sustainable development and the environment.

The Conference also introduced the idea of SDGs based on the model of the MDGs. France, which was actively involved in setting the MDGs, is a participant in the ministerial-level group responsible for developing the new goals. As part of the preparations for the post-2015 development agenda, France, together with Costa Rica, is sponsoring the Global Consultations on Environmental Sustainability organized by the United Nations Development Programme (UNDP) and UNEP. The outcome of these consultations will provide input into the report of the Secretary-General of the United Nations on the agenda beyond 2015, to be submitted in September 2013.

3. Implementation of differentiated partnerships

The future development framework beyond 2015 should renew partnerships and be relevant not only for traditional donors but for all development stakeholders, including emerging countries, regional and local authorities, foundations and private entities. The latter's role warrants the development of guidelines in order to promote consistency in their development practices, their social and environmental responsibility and their cooperation with other stakeholders.

France has developed a cooperation strategy based on differentiated partnerships and on concentration of its most concessional resources (gifts) on the 17 priority poor countries, of which 16 are least developed countries. It has undertaken to allocate 0.15 per cent of its gross national income (GNI) to the lease developed countries, an increase from 0.14 per cent in 2010. The sectoral distribution is established in cooperation with the partner countries on the basis of their needs and of local priorities using a bottom-up approach that promotes ownership.

3.1 Africa

This continent received 45 per cent of France's ODA and the State has undertaken to allocate at least 60 per cent of its financial assistance to sub-Saharan Africa. For the triennium 2011 to 2013, the 14 priority countries in the region will receive 50 per cent of France's bilateral assistance.

3.2 The Mediterranean

France's cooperation policy in this region focuses primarily on financial intermediation and knowledge exchange in close association with the European Union. In 2010, the Mediterranean countries accounted for 10 per cent of bilateral ODA and received 74 per cent of outright gifts, debt forgiveness excluded.

3.3 Emerging countries

France's cooperation policy seeks to promote the search for innovative solutions by mobilizing technical and financial expertise in order to support these countries' efforts to move towards a sustainable, shared development model. France is the fifth largest contributor of the Organisation for Economic Co-operation and Development countries in this region (10 per cent of bilateral assistance for the triennium 2011-2013). It is engaged in a dialogue with the major emerging countries in the hope that they will establish development assistance policies benefiting the poorest countries and countries in crisis, including within the framework of multilateral arrangements (South-South and triangular cooperation). The bilateral ODA allocated to these countries tripled between 2008 and 2010 and accounted for 345 million euros in 2010.

3.4 Countries in or emerging from crisis

France's efforts are concentrated in the Sahelo-Saharan region, the Middle East and Afghanistan. For the triennium 2011 to 2013, 10 per cent of France's bilateral development cooperation grants are reserved for programmes in countries in or emerging from crisis. The success of its programmes in these countries is dependent on the capacity of public and private stakeholders to implement coordinated activities that combine military and civilian components and work towards shared goals. France supports the European Union, which plays a major role in financing for conflict prevention and peacebuilding, by strengthening its research and action capacity in this area.

4. The role of non-State stakeholders

France views non-State stakeholders (non-governmental organizations (NGOs), migrants' associations, regional and local authorities, foundations, businesses, trade unions, think tanks, etc.) as key development stakeholders that implement and finance field-level programmes and carry out advocacy work.

The State has undertaken to double the assistance that it channels through international solidarity organizations between 2012 and 2017. Civil society is systematically involved in setting public policy and in guiding, monitoring and evaluating programmes supported by the partner State and promoted at the European and international levels.

France's cooperation policies encourage and support cooperation projects implemented by local communities in various sectors (establishment of public interest groups, legislation authorizing local communities to allocate up to one per cent of the water, sanitation and gas and electricity supply budget to cooperation with foreign communities, and establishment of an ODA expertise and technical cooperation fund in order to promote this type of cooperation).

France is active in United Cities and Local Governments (UCLG) and its Réseau culture 21, which includes some 50 local governments and associations, invites communities, professionals and all citizens to share their stories and discuss their challenges.

B. Methodologies for France's development cooperation policy

Meeting the challenges of international cooperation requires mobilizing significant amounts of financing beyond traditional ODA. It is necessary both to continue the effort to mobilize ODA and to develop a broader approach to development financing.

1. Development financing

In light of the challenges to be met, many types of financing, such as those set out in, inter alia, the Monterrey Consensus, must be available. The Consensus strikes a balance between the responsibilities of the most affluent countries (to allocate 0.7 per cent of gross national product (GNP) to ODA and 0.15 to 0.2 per cent to the least developed countries) and those of the poorest countries (to mobilize national resources, properly manage public spending and adopt sound macroeconomic policies).

France stresses the importance of achieving better domestic resource mobilization by reforming the tax system, increasing transparency and accountability, combating tax evasion and eliminating tax havens (which hide 10 times the among allocated to ODA) and through transfers from migrants, financial partnerships and innovative financing, the potential of which is far greater than the 6 billion euros allocated over the past six years. Making the best use of these resources is a key challenge.

1.1 Official development assistance

At the Gleneagles Summit of the Group of Eight and by joining the European Consensus on Development in 2005, France undertook to allocate 0.51 per cent of GNI to ODA; this target was almost met in 2010 but the number fell to 0.46 per cent in 2011 (when Mayotte ceased to receive ODA). Between 2000 and 2009, France doubled the total amount of its ODA, which amounted to 9,348 million euros in 2011. It is continuing its efforts to reach the target, established by the United Nations, of allocating 0.7 per cent of GNI to ODA.

In 2011, bilateral assistance accounted for 65 per cent, Community assistance for 19 per cent and non-European-Union multilateral assistance for 16 per cent of France's total official assistance (6.1 billion euros).

France's cooperation uses a wide range of development tools that are adapted to the local situation, including technical assistance, expertise, training, guarantee

instruments, debt cancellation and direct financing in the form of gifts, loans and equity flows. The methodologies used by the AFD allow it to adapt the degree of concessionality of its loans to the nature of the project and the capacities of the recipient; these may range from gifts, in the case of the least developed countries, to low-concession loans to middle-income and emerging countries. Loans, which accounted for 22 per cent of ODA in 2010, are used primarily in the infrastructure, urban development, environment and production sector support sectors (most poor people live in emerging countries, two thirds of which are in Asia). Loans exert leverage by increasing the amount of financing for development, the impact of development and the effectiveness of the donor country's public spending.

1.2 Overall financing for development

In light of the relative scarcity of public resources, it seems unlikely that the entire responsibility for development financing can continue to rest with the OECD countries and, specifically, those of Europe, which currently account for 30 per cent of global GDP but finance 60 per cent of global ODA (the European Union finances 56 per cent of global ODA, some 50 billion euros per year).

Collective management of global challenges makes it essential to establish policies common to all countries; this will require significant, sustainable financing (the financing needed for achievement of the MDGs is estimated at 150 billion dollars per year; combating climate change alone will require an estimated 100 billion dollars annually).

The United Nations Conference held in Monterrey in 2002 called, for the first time, for a new partnership between countries of the North and those of the South in the common search for innovative sources of development financing. France encourages an increase in innovative financing for development as a complement to traditional forms of assistance, including financial flows that are more stable and less dependent on the potential budgetary contingencies of Development Assistance Committee countries and new donor countries and are managed by multilateral bodies, perhaps in partnership with private stakeholders. Six forms of operational mechanisms constitute the "menu options" for innovative financing that are promoted by, among others, France: (i) taxes on globalized services (airline ticket tax, financial transaction tax); (ii) guarantee schemes (the International Finance Facility for Immunisation (IFFIm) and advance market commitments for vaccines); (iii) market mechanisms (income from carbon quota auctions); (iv) debt management mechanisms (Debt Reduction-Development Contract (C2D), Debt2Health, debt-for-nature swaps); (v) civil society contributions from individuals and businesses (the GAVI Alliance Matching Fund); and (vi) development lotteries.

France serves as the permanent secretariat of the Leading Group on Innovative Financing for Development, established in 2006, and plays a major role in promoting these menu options and encourages its partners to involve themselves in discussion of ways to implement the development agenda beyond 2015. It was a pioneer in introducing a tax on airline tickets that has raised 1 billion euros since 2006 (paid over to UNITAID and the Global Fund to Fight AIDS, Tuberculosis and Malaria).

France has also contributed 1.3 billion euros to IFFIm over a 20-year period.

In addition, on 1 August 2012, France established a domestic financial transaction tax with 10 per cent of the revenue allocated to health care and

combating climate change. Expansion of this mechanism on a wider scale remains a priority, particularly in Europe. In the coming months, France will endeavour to promote the allocation of a portion of the revenue from the future European financial transaction tax to development.

France supports the use of remittances from migrants to their countries of origin, estimated at 372 billion dollars per year — nearly three times the volume of ODA — as a development mechanism and is working, particularly within the Group of 20, to lower the cost of financial transactions from 10 per cent to 5 per cent by 2014 and to develop banking networks in developing countries. France is also contributing to the development of adequate infrastructures and of a private sector so that developing countries will be able to rely on the presence and on the added value of workers who were trained in their countries of origin.

The proportion of foreign direct investment (FDI) in capital flows to developing countries has risen from 50 per cent to 70 per cent since the 1990s. Cooperation policy should create synergies among public and private stakeholders in order to promote the mobilization of private funds for development. Private capital flows are five times larger than ODA and should enjoy Government guarantees and a stable legal environment. Through its economic diplomacy, France is working to strengthen partnerships between French businesses and those of developing countries and to ensure their respect for a charter of corporate social responsibility values.

2. Mobilizing multilateral levers

Multilateral assistance is an essential lever for development. France is the second largest contributor to the European Development Fund (EDF) and the Global Fund to Fight AIDS, Tuberculosis and Malaria and the fifth largest contributor to the World Bank's International Development Association (IDA). It endeavours to focus its multilateral contributions in order not to contribute to the growing fragmentation of multilateral assistance.

Over half of France's multilateral assistance is European: France finances one fifth of the EDF and contributes 16.5 per cent of the budget of the European Union. The State's ODA policy is consistent with the Agenda for Change, adopted by the European Union on 14 May 2012, which set new guidelines for European development policy by establishing the principle of concentrating assistance activities in each country on three sectors and establishing two cross-cutting objectives: the promotion of good governance and support for inclusive growth. France contributes 390 million euros per year in budget support to developing countries through the European Union.

Four non-European-Union stakeholders receive 88 per cent of France's multilateral assistance, including 23 per cent for the Bretton Woods institutions (the World Bank, the International Monetary Fund (IMF) and the African Development Bank) and 16 per cent for the Global Fund to Fight AIDS, Tuberculosis and Malaria.

France contributes 5 per cent of its multilateral assistance to the United Nations, to which it is the eleventh largest contributor. The doubling of its multilateral assistance over the past 10 years is reflected primarily in a significant increase in extra-budgetary contributions to multilateral organizations, which is pre-allocated to a specific sector or geographical region. This multilateral assistance

accounts for only 0.3 per cent of France's ODA, whereas other donor countries provide 30 per cent of their assistance through this channel.

3. Improved aid effectiveness and transparency

Assessing the quality and effectiveness of assistance is a constant concern of donors. In light of the increasing number of stakeholders, the Rome, Paris, Accra and Busan forums on aid effectiveness have enshrined the commitment of the lenders and recipients of assistance to improving coordination and putting common principles into practice. France has acquired a number of tools designed to improve aid flows and publish projection data at regular intervals, increase the use of national capacities in developing countries, speed up the untying of aid for the least developed countries, reduce aid fragmentation and use transparent results frameworks that focus on the goals of partner countries (output indicator matrices, joint assessments by the Ministry of Foreign Affairs, the Ministry of the Economy and Finance and the AFD; better communication, implementation of digital platforms and large-scale events such as the Development and International Solidarity Conferences).

In order to increase aid effectiveness and transparency, the next meeting of the Interministerial Committee on International Cooperation and Development (CICID), which establishes the broad outlines and priorities for ODA and the balance between bilateral and multilateral assistance, to be held in the summer of 2013, chaired by the Prime Minister and attended by representatives of all relevant ministries, will take into account the conclusions of the Development and International Solidarity Conferences, which invited all development stakeholders to work together in laying the foundation for a renewed policy on development and international solidarity.

France has increased and improved its ODA forecasting exercises through multi-year budgeting (known as the triennial budget), which gives greater prominence and predictability to changes in the resources allocated to ODA in the medium term. In the autumn of 2013, the Government will submit to Parliament draft legislation on guidelines and programming for France's policy on development and international solidarity. A National Development and International Solidarity Council will be established in order to institutionalize an ongoing dialogue with all development stakeholders.

II. The contribution of science, technology and innovation and the potential of culture for achievement of the Millennium Development Goals and promotion of the sustainable development goals

France's efforts to promote development and its development-related cultural activities take place primarily through it's provision of technical assistance, which accounts for 20 per cent of bilateral ODA and seeks to strengthen the capacity of recipient countries to develop and implement their own public policies.

A. Contribution of science, technology and innovation

1. Lines of action

Research is a genuine engine for development. France is convinced that a special effort to analyze the impact of research on development is needed in order to achieve a better balance among research, training and joint technology transfer or development.

Development research is a key element of France's investment in ODA and is based on a knowledge-sharing approach in the context of globalization. Access to science promotes economic growth and sustainable development and is therefore essential to the search for practical solutions in response to the challenges of the MDGs and the SDGs. France's efforts to promote development research abroad is an intrinsic part of its ODA, accounting for some 350 million euros (4 per cent of ODA).

France's development research policy has four primary goals:

- To promote the training of young researchers and their inclusion in international teams;
- To promote the networking of South-South and North-South teams with a view to strengthening capacities, and particularly innovation, in developing countries and to narrowing the science and technology divide;
- To strengthen both the domestic expertise of partner countries, in order to respond to the expectations of policymakers, and the role of scientific communities as development stakeholders;
- To contribute to scientific research and excellence by implementing specific field-level initiatives in order to ensure the development of research and higher education institutions in the poorest countries.

2. Intervention methodologies

2.1 Development-centred research bodies

The French Government has allocated significant funds to investment in research and higher education in the field of development, focusing on institutions of higher education and specialized establishments, such as the Institut de recherche pour le développement (IRD) and the Agricultural Research Centre for International Development (CIRAD), as well as other internationally recognized research institutes, such as the Pasteur Institute and the French National Agency for Research on AIDS and Viral Hepatitis (ANRS). This is the only model of its kind since few countries have chosen to focus on development research institutions.

With 23 offices and 850 staff in developing countries, the IRD is active on three continents (Africa, South America and South-East Asia). It is developing a variety of research partnerships jointly with its partners in the South and encourages the ultimate independence of local teams.

CIRAD specializes in matters relating to agriculture, food and the environment and has 200 foreign staff members, half of them working in Africa. It works closely with the Institut national de la recherche agronomique (INRA) with a view to the development of joint international cooperation.

In the field of medical research, the network of 32 Pasteur Institutes and the gradual establishment of ANRS centres supplement France's agencies abroad.

Also noteworthy are the 20 French Research Institutes Abroad, which operate under the Ministry of Foreign Affairs and the National Centre for Scientific Research (CNRS) and specialize in social science and the humanities.

The French Government's recent creation of the Agence inter-établissements de recherche pour le développement (AIRD), to be established by the IRD, will lead to better coordination of this network and of financing mechanisms.

2.2 *High-level technical expertise deployed at field level*

Through its network of technical and scientific assistants and through the local branches of its research institutions, France maintains a unique research network in the countries of the South, financed primarily from public resources and based on the posting of 100 researchers abroad. French cooperation gives priority to a long-term, in-depth field-level approach that is adapted to scientific research.

These international technical experts provide institutional support to policymakers and national and regional research bodies, including in the areas of medicine and agronomy:

- 33 experts in medical research (the Pasteur Institutes and affiliated institutes in its network, the ANRS and national institutions)
- 11 experts in agronomical and environmental research.

In 2011, the costs of technical assistance in the form of support for development research amounted to 5,597 million euros.

2.3 *Targeted support for institutions of higher education*

France provides support to various institutions of higher education that specialize in the areas of innovation and the environment. In Africa, for example, the International Institute for Water and Environmental Engineering, based in Ouagadougou, has received significant support from France since 2005. Some 1,700 students are currently enrolled in the Institute as residential students and another 700 students are enrolled in distance learning. The Institute's six research laboratories are used by doctoral candidates in the areas of water, energy, civil engineering and the environment. This state-of-the-art instruction in the key sectors of development helps to train, among others, future policymakers.

2.4 *Towards enhanced development research*

France's development research policy is also based on a great desire to disseminate the results of research and innovation to all development stakeholders (policymakers, civil society and the private sector) in order to influence public policy and provide concrete solutions to the problems that have been identified, including in the areas of health, agriculture, urban development management and environmental protection. The projects and programmes implemented under France's development research policy take into account this need to strengthen the capacities of scientific teams by disseminating their results with a view to their practical application in the targeted areas of development.

In order to better disseminate the results of public research, the Ministry of Higher Education and Research has developed plans for future investment and consortiums for the dissemination of research on various topics.

The goals of these new mechanisms are:

- To replace the current fragmentation by creating a single locus, to encourage professionalization and to provide better funding for the maturation phase;
- To improve synergies among local and national stakeholders working on the same topic.

One such consortium, Valorisation Sud, has been established to encourage the transfer of technologies adapted to markets of the South. This initiative involves the IRD, the CIRAD, the Pasteur Institute and the overseas universities. Valorisation Sud offers its services and expertise to small and medium-sized businesses and industries in order to give them access to emerging markets with a high growth potential:

- Access to a portfolio of several hundred patents and technologies;
- Expert advice on issues relating to markets of the South;
- Partnerships with research bodies and industries of the South.

The Programme to support network-based research in Africa (PARRAF), with a budget of 1.9 million euros over three years, is an example of France's political commitment. Its aim is to establish South-South and North-South scientific networks on development issues: public health, neglected diseases, diseases related to urban life, agronomy and food security, urbanization and land management with the environment and climate change as a cross-cutting issue. This programme's goal is to build the national capacity of partner countries to enable them to provide innovative scientific responses to the needs of governments and people.

3. Selected achievements in relation to the Millennium Development Goals

- *MDG 1: Eradicate extreme poverty and hunger*

The Plumpy'nut programme

Child malnutrition has long been treated with dairy-based formulas which require clean water and feeding stations. A ready-to-eat therapeutic food, Plumpy'nut, was developed from research undertaken by IRD and the French firm Nutriset. In the developing countries where Nutriset and IRD have registered a patent, local enterprises may use the patents to develop and market their own products to humanitarian actors. Indeed, IRD invites beneficiaries of the user agreement to reallocate 1 per cent of their profit to IRD research for the benefit of developing countries.

- *MDG 4: Reduce child mortality*

Hand, foot and mouth disease in Cambodia

Enterovirus 71 (EV71), agent of the hand, foot and mouth disease, usually affects children younger than five years old. Complications lead to respiratory problems and neurological disorders and, ultimately, to death. The first cases of infection in Cambodia emerged in April 2012. The close scientific links between the Pasteur Institutes of Cambodia and Shanghai and the University of Hong Kong

permitted a rapid and effective response (rapid whole genome sequencing) to this new challenge. Researchers of the Institut Pasteur International Network (RIIP) are now focused on identifying the risk factors associated with the disease and developing vaccines.

– *MDG 5: Improve maternal health/MDG 6: Combat HIV/AIDS, malaria and other diseases*

Prevention of mother-to-child transmission of HIV during pregnancy and breastfeeding

ANRS and IRD began focusing primarily on this issue 20 years ago when antiretroviral trials featuring women in late-term pregnancy were carried out. The trials, which were carried out in Côte d'Ivoire and Burkina Faso, halved infection among newborns. The findings have been reflected in the WHO guidelines for several years and have been incorporated into national programmes. Two major recent trials demonstrated the advantage of giving mothers and children preventive treatment during the entire breast-feeding period in order to reduce transmission through breast milk.

– *MDG 7: Ensure environmental sustainability*

The Makala project

Timber (service, energy, sawing) is the main source of domestic energy in Central Africa. There is an increasing demand for firewood on both banks of the Congo river as a result of the growing urban populations in Brazzaville and Kinshasa. The goal of the Makala project, which covers all aspects of the timber industry, is to ensure a sustainable supply of fuel wood to cities while limiting the impact on the environment. To that end, it has established 14 reforestation sites and 16 nurseries, and is developing methodological tools and technical processes that are tailored to the local social and environmental context. This project is coordinated by CIRAD, cofinanced by the European Union and relies on the expertise of the Republic of the Congo's Reforestation Department.

4. Promoting the sustainable development goals

France has established institutes of excellence, interdisciplinary platforms in the area of carbon-free energies. Such institutes bring together the skills of private industry and public research under a joint public-private sector investment venture. The institutes are in the climate-friendly energy sectors (energy efficiency of buildings or means of transport, energy efficiency tools, geothermal energy, marine renewable energies, solar energy, energy storage, intelligent networks).

The projects are listed below:

– Institut national pour le développement des écotechnologies et des énergies décarbonées (INDEED — environmentally sound technology and low carbon-free energies) at Lyon (Rhône);

– Picardies innovations végétales, enseignements et recherches technologiques (PIVERT — biobased innovation, lessons drawn and technological research) at Venette (Oise);

- France énergies marines, in the area of marine renewable energies at Brest (Brittany);
- Greenstars, in the area of bioalgae, in the Thau basin (Languedoc-Rousillon);
- Institut français des matériaux agro-sourcés (IFMAS) in the area of green chemicals at Villeneuve d'Ascq (Nord-Pas-de-Calais);
- Institut photovoltaïque d'Ile-de-France (IPVF — photovoltaic cells) at Saclay (Ile-de-France);
- Supergrid, in the area of high- and ultra-high-voltage power grids at Villeurbanne (Rhône-Alpes);
- Geodenergies, in the area of underground technologies at Orleans (Centre);
- Institut véhicule décarboné et communicant et de sa mobilité (Védécom — low-carbon intelligent transportation systems) in the area of ground transportation and eco-mobility at Satory (Ile-de-France).

B. Contribution of culture

1. Culture plays a cross-cutting role in development

Since the late 1980s, many voices, including the UNESCO-led World Decade for Cultural Development, the 1998 Stockholm Intergovernmental Conference on Cultural Policies for Development and the 2002 World Summit on Sustainable Development, have been stressing that the economic, social and environmental dimensions of development did not adequately reflect the complexity of current society and that culture played a cross-cutting role in the achievement of development objectives.

The relation between culture and development is based on both the development of the cultural sector itself (i.e. heritage, creativity, cultural industries, crafts, cultural tourism) and ensuring that culture has its rightful place in all public policies, particularly those related to education, the economy, science, communication, environment, social cohesion and international cooperation.

The relation between culture and development is multifaceted. In addition to its intrinsic value, culture plays a cross-cutting role in the achievement of the MDGs and is also an engine for development. While culture is not specifically mentioned in the MDGs, it does directly and indirectly influence their achievement. The cultural dimension of development enhances national ownership of projects and fosters intercultural dialogue and social cohesion while the cultural sector has considerable economic potential, including for developing countries (sustainable tourism and cultural industries are strategic sources of income generation and help to combat poverty). The preservation of cultural and linguistic diversity and enhanced access to culture and information are factors that contribute to good governance and to fostering democratic values.

In that spirit, UNESCO adopted the Universal Declaration on Cultural Diversity in 2001 and then the Convention on the Protection and Promotion of the Diversity of Cultural Expressions in 2005 which recognize the specificity of cultural goods and services as vectors of identity, values and meaning as well as the sovereign right of States to adopt cultural policies. France played a leading role in

promoting the principles of the Declaration and Convention and contributes to the International Fund for Cultural Diversity established pursuant to article 18 of the Convention. The goal of this multi-donor Fund is to promote sustainable development and bring about poverty reduction in developing and least developed countries party to the 2005 Convention. It supports projects that encourage the emergence of a dynamic cultural sector through activities aimed at the introduction or the strengthening of cultural policies and industries. Since 2010, FIDC, with a budget of over 30 million euros, has financed 61 projects in 40 developing countries.

France also supported the adoption of resolution 65/166 on culture and development by the General Assembly of the United Nations in 2010 during the World Summit on the Millennium Development Goals.

Culture was recognized as the fourth pillar of sustainable development at the 3rd United Cities and Local Governments (UCLG) Congress in 2010. The report of the Congress stresses that:

- Intercultural dialogue is one of humankind's greatest challenges and creativity is an inexhaustible resource nourishing society and the economy;
- Cultural challenges should receive an equal amount of attention to that accorded to the original three dimensions of sustainable development.

UNESCO is working on the development of a development indicator suite designed to demonstrate the multifaceted impact of culture on development. In its 2012 report entitled *Policies for creativity: a guide for the development of cultural and creative industries*, UNESCO recalls that not only does the cultural sector generate incomes and jobs, but it also provides an excellent opportunity for fostering, inter alia, women's empowerment and citizenship building.

2. France's cultural policy on development issues

France mainstreams the cultural dimension (cultural, linguistic and audiovisual cooperation) into its policy with respect to solidarity, cooperation and development aid.

In addition to promoting the cultures of third countries in France, including through the joint organization with the French cultural network abroad (French institutes, Alliance française) of series of cultural events, the French Government provides development-related cultural support to countries of the South in three main areas:

2.1 Support for the dissemination of artistic works and the development of a professional environment

France's cultural policy in this area is reflected in the French Institute's *"Afrique et Caraïbes en Créations"* programme.

The programme, with an annual budget of 2.2 million euros, supports development of the cultural sectors in Africa and the Caribbean: support for creativity, expanding the access of artists to regional and international markets, fostering the development of the cultural economy. It provided support for two very high-profile events that showcase African artists and their works: the biannual *"Danse l'Afrique Danse"* in 2010 and *"Rencontres de la photographie africaine de Bamako"* in 2011.

The programme provides support for about 1,500 artists, 40 festivals and 30 tours every year.

2.2 *Support for cultural industries and recognition of works on the international market*

- Support for literary works from the South: culturessud.com website, Librairie du Sud at the Paris Book Fair, aid programme for North-South transfers, Cent titres Haiti programme, assistance with respect to the dissemination/ distribution of books in Africa;
- Promotion of world cinemas through the Cinémas du Monde pavilion operated by the French Institute during the Cannes Film Festival;
- Support for production through the secretariat of the Fonds d'aide aux Cinémas du monde (world cinema support fund) and the national cinema centre;
- Conservation and dissemination of the African film heritage (1,500 titles) through the African film library.

2.3 *Support for building the institutional and management capacities of countries of the South in the field of culture*

- Foster the development of cooperation projects between French and foreign institutions by hosting culture professionals from countries of the South in French state agencies: Ministry of Culture and Communications culture profession programme, in-residence programmes of the French Institute;
- Hosting of foreign professionals in France under a specific topic: the Ministry of Culture and Communications "Courants du monde" (world trends) training programmes, in-residence programmes of the French Institute;
- Field trip to provide countries of the South with first-hand expertise on various areas of culture;
- Organization of seminars on cultural management (Malraux seminars) for those countries that wish to develop their own cultural management strategy;
- Agreements of the French Institute with regional and local authorities to coordinate and promote activities with regional and local authorities in the in the international arena.

For more than 10 years, regional and local authorities (communes, departments and regions) have been playing a greater role in cultural matters: teams have been formed and the budgets for culture are increasing. Regional and local authorities have thus become important partners, often under contractual frameworks including cofinancing of projects and facilities.

At the European level, the French Institute, a member of European cultural networks such as Culture-Action Europe and the International Network for Contemporary Performing Arts (IETM), is strengthening its ties with the other European cultural centres either through the European Union National Institutes of Culture (EUNIC) or under bilateral agreements on the development of partnerships and cooperation projects with developing countries; it entered into two such agreements with the Goethe Institute in 2011 and the British Council in 2012. It also participates in European operations such as MORE EUROPE, the European

campaign in favour of culture, and the work of the European External Action Service.

Conclusion

France is continuing its efforts to mainstream economic, social, environmental and cultural dimensions into its development cooperation policy while striving to increase transparency in this field. It is also continuing its efforts to achieve a more predicable and transparent cooperation framework and develop better performance assessment tools.

France will incorporate into its future development cooperation strategy the conclusions of the development and international solidarity conferences held from early November 2012 to early March 2013, which brought together all development actors in a constructive dialogue.

Statistical annex

Main types of development assistance activity

	Millions of euros		
	2010	*2011*	*Change 2010/2011*
Bilateral assistance	**5 879**	**6 110**	4%
Technical cooperation	2 035	1 716	-16%
Including school fees	697	704	1%
Project support (grants and loans)	1 720	2 651	54%
Programme support (C2D, GBS, SAP)	355	196	-45%
Miscellaneous	710	730	3%
Debt cancellation and refinancing	1 059	817	-23%
Multilateral assistance	**3 872**	**3 238**	-16%
European assistance	2 009	1 742	-13%
EDF	909	686	-25%
Community budget	1 100	1 056	-4%
Multilateral assistance (non-EU)	1 863	1 496	-20%
World Bank	658	544	-17%
GFATM	300	300	0%
Regional banks	158	200	27%
United Nations	192	188	-2%
IMF loans	247	-5	-102%
Total ODA	**9 751**	**9 348**	**-4%**

Source: Ministry of Foreign Affairs.

Sectoral breakdown of gross bilateral ODA

(As %)

	2007	*2008*	*2009*	*2010*
Health	1	4	4	5
Education vocational training	25	22	21	19
Basic education	2	2	3	2
Higher education	18	14	13	11
Agriculture food security	8	7	5	4
Sustainable development	4	7	9	13
Growth support	6	10	9	8
Governance	1	2	2	2
Other*	54	47	48	50
Debt-related support	25	15	23	19

Source: DAC of OECD.

* Budget support, assistance to refugees, administrative expenses, infrastructure and social services, non-earmarked assistance.

Breakdown of French ODA by instrument

(Millions of euros)

	2006	*2007*	*2008*	*2009*	*2010*
Project and budget support (grants)	563	564	708	579	1 027
Project and budget support (loans)	-358	-216	537	476	1 042
Technical cooperation	1 337	1 237	1 117	1 211	1 260
Debt relief	2 789	1 094	675	1 009	1 115
Other non-programmable resources	1 978	1 892	1 586	1 886	1 435
European Union	1 544	1 575	1 753	2 083	2 009
Multilateral non-EU	592	1 073	1 186	1 806	1 863
Total	**8 445**	**7 220**	**7 562**	**9 049**	**9 751**

Source: DAC of OECD.

France's contributions to the United Nations in 2011

	Millions of euros
Contributions United Nations (assessed and voluntary)	**883**
Assessed contributions	783
Voluntary contributions	47
Bilateral and multilateral contributions	53
Total contributions under ODA	**202**
Assessed contributions	106
Voluntary contributions	44
Bilateral-multilateral contributions	52

Source: Biennial report to Parliament.

Assistance breakdown by groups of countries

Net disbursements in millions of euros	*Amounts 2011*	*As %*	*Amounts 2010*	*As %*
Least developed countries	1 553	25.4%	1 106	18.8%
Other low-income countries	672	11.0%	430	7.3%
Lower middle-income country	1 571	25.7%	2 181	37.1%
Higher middle-income country	841	13.8%	946	16.1%
ODA not broken down by country	1 471	24.1%	1 216	20.7%
Total bilateral disbursements	**6 109**	**100.0%**	**5 879**	**100.0%**

Net disbursements in millions of euros	*Amounts 2011*	*As %*	*Amounts 2010*	*As %*
Priority poor countries	1 355	22.2%	643	10.9%
Other African countries	1 134	18.6%	1 971	33.5%
Countries in or emerging from crisis	147	2.4%	225	3.8%
Emerging countries	723	11.8%	936	15.9%
Countries of the Mediterranean region	1 022	16.7%	617	10.5%
Other countries	1 727	28.3%	1 487	25.3%
Total bilateral disbursements	**6 109**	**100.0%**	**5 879**	**100.0%**

Net non-debt disbursements in millions of euros	*Amounts 2011*	*As %*	*Amounts 2010*	*As %*
Priority poor countries	548	10.5%	521	10.9%
Other African countries	1 100	21.0%	1 050	21.9%
Countries in or emerging from crisis	147	2.8%	224	4.7%
Emerging countries	723	13.8%	935	19.5%
Countries of the Mediterranean area	983	18.8%	569	11.9%
Other countries	1 727	33.0%	1 487	31.1%
Total bilateral disbursements	**5 228**	**100.0%**	**4 787**	**100.0%**

Source: Ministry of Foreign Affairs.

Geographical distribution of ODA during the period 2009-2010

Year	*2009*						*2010*					
Type of assistance	*Grants (excldg debt cancellation)*	*Net loans*	*Gross ODA loans*	*Debt restruc-turing*	*Total net ODA*	*Multilateral ODA received*	*Grants (excldg debt cancellation)*	*Net loans*	*Gross ODA loans*	*Debt restruc-turing*	*Total net ODA*	*Multilateral ODA received*
Total net ODA France	**6 949**	**1 042**	**2 539**	**1 058**	**9 049**	**3 909**	**7 181**	**1 454**	**2 404**	**1 115**	**9 750**	**3 750**
Total net bilateral ODA	**3 647**	**456**	**1 873**	**1 058**	**5 161**	**3 909**	**3 760**	**1 004**	**1 885**	**1 115**	**5 879**	**3 750**
In millions of euros	1 417	-26	793	990	2 382	1 921	1 441	115	353	1 065	2 621	1 773
as % bilateral ODA	*39%*	*-6%*	*42%*	*94%*	*46%*	*49%*	*38%*	*11%*	*19%*	*95%*	*45%*	*47%*
14 PFP, in millions of euros	520	28	60	44	592	556	519	2	59	121	643	619
as % of bilateral ODA	*14%*	*6%*	*3%*	*4%*	*11%*	*14%*	*14%*	*0%*	*3%*	*11%*	*11%*	*17%*
Fragile States, in millions of euros	141	0	1	6	146	288	223	0	1	2	225	328
as % of bilateral ODA	*4%*	*0%*	*0%*	*1%*	*3%*	*7%*	*6%*	*0%*	*0%*	*0%*	*4%*	*9%*
Mediterranean States, in millions of euros	458	202	499	61	721	389	446	111	422	48	605	294
as % of bilateral ODA	*13%*	*44%*	*27%*	*6%*	*14%*	*10%*	*12%*	*11%*	*22%*	*4%*	*10%*	*8%*
Emerging States, in millions of euros	272	202	422	0	475	350	279	666	906	0	945	344
as % of bilateral ODA	*7%*	*44%*	*23%*	*0%*	*9%*	*9%*	*7%*	*66%*	*48%*	*0%*	*16%*	*9%*